



ZIMBABWE

REPORT

Of the

Comptroller and Auditor-General

On the

PROTECTION AND CONSERVATION OF WILDLIFE

BY

PARKS AND WILDLIFE MANAGEMENT AUTHORITY

MINISTRY OF ENVIRONMENT AND TOURISM

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EXECUTIVE SUMMARY

The purpose of my audit was to report on problems affecting the efficient and effective protection and conservation of wildlife by the Parks and Wildlife Management Authority formerly known as Parks and Wildlife Conservation Fund and to suggest ways of improving the operations of the Authority.

My findings summarised below are contained in Chapter 3 of the report: -

PROTECTION OF WILDLIFE

- 1 The operations of the Authority in terms of protecting and conserving wildlife were found to be inadequate. The anti-poaching system of the Authority was not effectively protecting wildlife from poachers as evidenced by high incidents of poaching experienced in the three provinces of Matebeleland North, Masvingo and Midlands that I visited. During the period 1996 to 2000, 209 elephants, 138 Buffalo and 108 Impala were recorded, as having been lost through poaching. The records provided for my audit were not complete and hence could not show all statistics or information relating to poaching. The sources of information, like the patrol records, monthly and annual reports showed variances in the number of animals poached. The statistics available further showed that the Authority failed to meet its objective of reducing poaching to 50% of 1998 levels by the year 2000. Wildlife was left susceptible to poaching because of the following factors:
 - 1.1. The scouts on patrol could not ensure the safety of the wildlife in the parks' area because of the low average scout density. The scout density stood at one scout for every 112.23 square kilometres instead of the standard of one scout for every 20 square kilometres. The other reasons for failure to guarantee safety of wildlife besides coverage were the advanced average age of scouts, the lack of training of scouts, and the inadequate communication and other equipment necessary for the efficient performance of scouts in the field.
 - 1.2. The intelligence information that was gathered by the Investigations Branch was inadequate. The Branch's operations were too reliant on informers (reactive) for information. That appeared to have compromised on the branch's ability to gather intelligence information. The distribution of personnel in the provinces was also not adequate to facilitate a swift collection of intelligence information when ever the need arose.
 - 1.3. The Extensions and Interpretations branch was not doing much in educating the communities on the need to safeguard its wildlife heritage. Furthermore, the branch was failing to formulate and follow its workplan resulting into impromptu campaigns to safeguard wildlife.
 - 1.4. There was lack of co-ordination between the Management and Conservation Branch and the Research and Interpretation to the extent that one branch did not know what the other was doing in relation to management of wildlife. This situation adversely

affected the quality of decisions made on the protection and conservation of wildlife in Zimbabwe.

CONSERVATION OF WILDLIFE

2. The Authority's operations in the area of conserving wildlife were found to be inadequate. This was shown by the inadequate research being done into wildlife dynamics resulting in unsustainable utilisation of wildlife. Of great concern, however was the Authority's failure to carry out research before allocating and utilising quotas. The following matters were noted during the audit:

2.1. Quota allocation

The Authority was allocating quotas to Private landowners, Rural District Councils and other appropriate authorities without carrying out the necessary research into the wildlife population dynamics. I also gathered that the Authority was setting quotas based on past allocations (Examples are quotas allocated for the years 1997 to 2000) suggesting that the quotas were being set judgementally. This practice contravenes paragraph 5.7.3 of the Policy for Wildlife Zimbabwe. The policy states that the Authority should carry out a detailed research before allocating quotas so as to have an insight into factors that may determine the setting of quotas in the requisite areas.

- 2.1.1 The Authority neglected the need to monitor the utilisation of the allocated quotas on both private land and park's estate. This action breaches the provisions of paragraphs 5.7.3 and 5.7.4 of the Policy for Wildlife Zimbabwe, which stipulate that "the Authority should monitor wildlife populations, which are hunted" and that "the Authority should enforce regulations designed to maintain high standards in the sport hunting industry".
- 2.1.2 The system of applying, utilisation and returning of hunting permits to the Parks and Wildlife Management Authority after the hunts did not permit proper monitoring and controlling of hunts in the safari areas. The system did not allow statistical reconciliations to be done after the hunts or the hunting season.

2.2. Capture and Translocation

A review of the Capture and Translocation records of the Authority revealed that of the 777 animals translocated during the period 1998 to 2000, 255 of them died (i.e. 187 out of 383 dying in the period 1998/99 and 68 out of 394 in 2000). This translates to a death rate of about 32% for the take off period. The maximum acceptable mortality rate of four (4) animals per 100 (i.e. 4%) was said to be normal according to interviews with personnel involved in the capture and translocation operations. The high rate of mortalities could be attributed to the following:

- Inadequate assessment of both pre and post translocation conditions.

- Lack of proper training on the part of the staff involved in the capture and translocation exercise contributed to translocation mortalities.
- The deaths of animals could have been avoided had the Authority (i.e. the Management and the Research Divisions) planned and executed its work properly. I also noted that the deaths also resulted from poor communication between the capturing unit and the receiving station.

RECOMMENDATIONS

My recommendations, which could enable the National Parks and Wildlife Management Authority to manage wildlife effectively and efficiently are contained in Chapter 4 and are summarised below.

PROTECTION OF WILDLIFE

- The Authority should recruit scouts to fill in vacant posts as soon as they arise. This would boost the scout densities and hopefully the anti-poaching units would be able to operate efficiently and effectively. Furthermore, stations should be allowed to recruit anti-poaching personnel whenever vacancies arose. This should, however, be done in consultation with the National Park Provincial Officers and the Head Office. The Authority should also speed up the appointment of substantive officers in the top management to enable proper decision making and implementation of projects.
- The Authority, since it is a paramilitary¹ department should lobby for the revision of the retirement age of its scouts so that it can be in line with other paramilitary and military organisations (i.e. ZDF and ZRP). Army and Police personnel retire either at the attainment of the age of 50 years or serving the organisation for twenty years which ever comes first.

Or

The Authority should put in place a manpower planning system that does not compromise on the effectiveness of the anti poaching personnel due to aging. This should entail the re-allocating of tasks (i.e. giving the over aged light duties) and transferring of aging scouts to stations which are not demanding and replacing them with younger ones from other stations that do not do a lot of extended patrols or hard labour like capture and translocation.

- Top Management should come up with a training policy and programme for the whole organization. It should also ensure that adequate equipment is available for the efficient and effective execution of the duties.

¹ This is where an organisation performs military duties as well as other duties. (quasi- military) Military duties entail carrying arms, having law enforcement powers, having indemnity of such duties and being drilled (disciplined). The Parks Authority meets all the above and hence termed a paramilitary department.

- The Authority should restructure the operations of the Investigation Branch so that it spear heads the gathering of intelligence information (be proactive) rather than depend on informers (reactive). The Investigation Branch offices should be strategically located in order to maximise on the collection of intelligence.
- The Extension and Interpretation Section should have branches, which are strategically located i.e in communal areas not in town. It should work hand in hand with Communal Areas Management Programme for Indigenous Resources (CAMPFIRE)² and private landowners when disseminating information to the Public. This means a well-defined system, which includes all stakeholders, should be put in place.

CONSERVATION OF WILDLIFE

- Quota allocation, utilisation, capture and translocation should be based on scientific information produced by the Research Department. There should be a monitoring system on private land (conservancies) and Rural District Councils(RDCs) on the utilisation of quotas (during hunts). This would ensure sustainable utilisation of wildlife. There should be a well-defined system in place to ensure that wildlife on private land (Conservancies) is for the benefit of all Zimbabweans and does not become extinct.
- A register of all captured and translocated animals should be kept at both issuing and receiving stations. Record of animals poached and other activities should be properly maintained and with accurate information. This should apply to both private and public land.

² CAMPFIRE stands for Communal Areas Management Programme for Indigenous Resources.

CHAPTER 1

1. INTRODUCTION

1.1 The Background

The Parks and Wildlife Management Authority (established in June 2002) formerly known as the Department of National Parks and Wildlife Management, falls under the Ministry of Environment and Tourism. The Authority is administered by the Director of National Parks and Wildlife Management on behalf of the Secretary for Environment and Tourism.

The Authority is one of the largest land use agencies in the country managing about 5 million hectares or 13% of Zimbabwe's total land area. Most of the Parks and Wildlife Estates are in ecological regions four and five.

The Authority is the scientific authority for wildlife in Zimbabwe, that is, it protects, manages and administers the wildlife. All institutions that consume and utilise wildlife are obliged to submit proposals for quotas³ to the Authority for consideration and approval. The Authority is mandated to protect all wildlife against illegal activities. The Parks and Wildlife Estate is made up of six categories namely:

- I. **National Parks** – is where visitors are provided with a rest camp comprising chalets, lodges and caravans, picnic and camping sites. Game viewing and walking trails are standard facilities in the parks.
- II. **Botanic Reserves**- these are small areas designed to protect particular plant species.
- III. **Botanic Gardens**- these are areas where indigenous and exotic plant species are protected and propagated.
- IV. **Sanctuaries**- are reservoirs of animal species that are threatened with extinction and thus need safe breeding habitats.
- V. **Recreational Parks**- these are always centred on big national dams or lakes and include substantial land areas around them.
- VI. **Safari Area**- is where hunting is permitted but is strictly controlled through a quota system.

Statutory Mandate

The Parks and Wildlife Act (Chapter 20:14 of 1996) governs the Authority. The Act provides for:

- the establishment of the Parks and Wildlife Board

³ A quota is an allocation of the number of animals to be hunted in a given period. The quota is given based on proposals by the safari and tourist operators as well as commercial farmers.

- the establishment of National Parks, Botanical Reserves, Botanical Gardens, Sanctuaries, Safari areas and Recreational Parks
- preservation, propagation or control of wildlife, fish and plants of Zimbabwe and the protection of her natural landscape scenery
- the conferment of privileges on owners or area committees.

Mission Statement

The Authority's mission statement is stated as follows:

To protect, manage and conserve Zimbabwe's wildlife heritage and in doing so ensure earning of a reasonable return to re-invest in skills and equipment, to provide opportunities for Zimbabweans and their visitors to enjoy, appreciate and sustainably utilise the wildlife heritage for the benefit of this and future generations.

Goals and Objectives

The Authority has the following objectives:

- To conserve and manage Parks and Wild Life Estate as defined by Parks and Wild life Act of 1975 as amended in 1990 and 1996. The conservation and management function entails the preservation, propagation and control of wildlife, fish and plants of Zimbabwe and the protection of her natural landscape scenery.
- To invest and deal with the money of the Authority not immediately required upon such security and any such manner as determined by the Treasury.
- To generally, apply the money and other assets of the Authority for any purpose which is considered by the Director of National Parks to be in the interests of conservation and Management of the Parks Estate.

Functional Targets of the Authority

- Drafting leases/contracts for various wildlife utilisation activities in the Parks Estates within 30 working days from the day of approval
- Providing and maintaining high quality tourist facilities at all times
- Issuing all import/export permit applications for trophies within 10 working days of receiving such application.
- Providing interpretive and other information to visitors to the Parks and Wildlife Estate at all times during working hours.
- Attending to all problem animal control requests including Quealea (problem bird) control.
- Attending to requests for research in Aquatic and Terrestrial Ecology within 20 working days of receiving such a request.
- Carrying out ground and aerial large mammal population surveys outside the Parks Estate within 60 working days of receiving such a request.
- Recommending utilisation and management of off-take levels for both water and land based animal population in and outside the Parks Estates in November of each year

- Offering consulting services to the public, where appropriate, on wild life, fish and related issues within 20 working days from receipt of request.
Disseminating information on wildlife through reports, manuals, publications and brochures on request at all times during working hours.
- Offering efficient Library Services to the public at a nominal fee during normal working hours
- The Authority observes the provisions of the Environmental Impact Assessment Policy for whatever developments it may undertake within the Parks Estate.

(Adopted from the then Ministry of Mines, Environment and Tourism Service Charter)

1.2 Organisational Structure

The Authority had 1884 employees as at December 2000. The approved establishment according to Public Service minute referenced E/10/1/870 dated 9/03/1998 is 2355. The Director headed the Authority and reported to the Permanent Secretary for Environment and Tourism. Under the Director are three Deputy Directors who headed different Divisions, which were Finance and Administration, Management and Conservation, and Research and Interpretation. Below the Deputy Directors were the chief level personnel (i.e. Chief Warden, Chief Ecologist, Chief Accountant and the Under Secretary). The National Parks Provincial Officers (NPPO) come under the chief officers' level but specifically under the Chief Warden. They head provincial Offices. Wardens and Ecologists in the provinces come under the NPPOs and after them come the Rangers and then the Scouts.

The Organisational Structure of National Parks reflects a tall structure. There is a dual reporting system at station level. Professional staff, like ecologists, report to Head Office to the Chief Ecologist on technical matters while on administrative issues of finance and transport they report to the Warden. The Warden was the Officer in Charge and controlled all resources at station level. Refer to **Annexure 1** for the organizational chart.

1.3 Audit Motivation

The audit was motivated by the following: -

- a) The dramatic growth in global and national awareness of the need to protect the environment whilst maintaining a sustainable level of development and economic growth.
- b) The adverse reports in the media about the management and operations of the Authority in relation to the Protection and Conservation of Wildlife.
- c) The increasing conflicts between Wildlife and human beings, which has resulted in high rates of animal crime e.g. poaching of elephants.

1.4 Purpose of the Audit

I carried out the audit in terms of Section 7 (b) of the Audit and Exchequer Act (Chapter 22:03). The purpose was to report my findings on obstacles that hinder the effective and

efficient protection and conservation of wildlife by the Authority and to suggest ways of improving the performance of the Parks and Wildlife Management Authority.

1.5 Scope and Limitations

The audit focussed on the operations of the Parks and Wildlife Management Authority in respect of the protection and utilisation of wild animals. The audit analysed the organisation in terms of the effectiveness of the Authority's operations and the impact on the environment. The audit coverage was for five years starting January 1, 1996 to December 31, 2000.

1.6 Methods

This audit was conducted in accordance with generally accepted government auditing standards, as well as the internal guidelines for the planning, execution, reporting and follow-up of value for money audits.

I interviewed the following personnel of the Authority at Head Office: -

- ◆ The Director of National Parks,
- ◆ Deputy Director- Management and Conservation,
- ◆ Chief and the Senior Ecologists- Research and Interpretations,
- ◆ Chief Ecologist and the Senior Ranger- Terrestrial Ecology (Research),
- ◆ Acting Chief Investigations Officer,
- ◆ Acting Chief Warden- Management and Conservation,
- ◆ Chief Finance Officer- Administration and finance.

I visited and carried out interviews with heads of the following stations and their Personnel:

- Mvurwi Nyamanheche – Warden and Senior Scout (Capture and Translocation Unit)
- Lake Chivero Recreational Park- Warden
- Mhondoro Ngezi Recreational Park- Senior Ranger
- Norton Problem Bird Control- Senior Scout
- Darwendale Manyame Recreational Park- Senior Ranger
- Hwange Main Camp- Provincial Warden (NPPO) Matebeleland North province, Warden, Senior Ecologist-Terrestrial Ecology, Senior Ranger, 12 scouts.
- Hwange- Umtshibi- Senior Ranger, 3 scouts and 8 general hands.
- Hwange Sinamatella camp- Warden, Ecologist-Terrestrial Ecology, 14 scouts.
- Hwange investigations branch- Investigations Officer.
- Zambezi National Park- 2 Senior Rangers and 9 scouts.
- Victoria Falls Extensions and Interpretations Office- Ranger-Matebeleland North.
- Midlands Provincial Office- Provincial Warden(NPPO) Midlands province.
- Gonarezhou-Mabalauta camp- Senior Ranger and 9 scouts.
- Gonarezhou Chipinda Pools- Warden and 5 scouts.
- Masvingo Provincial Office- Ranger-Extensions and Interpretations and the Executive Officer- Administration.
- Hwange (Kusile) Rural District Council -Chief Executive Officer and CAMPFIRE Officer.

- CAMPFIRE Association -Director.
- World Wide Authority for nature (WWF)- Chief Executive.

Telephonic interviews

Police General Headquarters (PGHQ) -Assistant Commissioner of Police (personnel)

I also reviewed the following documents:-

- Parks and Wildlife Act
- Trapping of Animals Control Act
- Statutory Instruments-26 of 1998
- 76 of 1998
- 362 of 1990
- Draft Environmental Management Bill(March 1998)
- Policy for Wildlife Zimbabwe
- Policy for Elephant Management
- Policy for Rhino Management
- Policy for Crocodile Management
- Conservation status of the Painted Dog in Zimbabwe
- Draft Policy for Cheetah Management
- Draft Clients Char
- National Parks financial Budget for the years 1997/98, 1999, 2000
- Monthly and Annual Reports from all Provinces(1997 to 1999)
- Approved Quotas
- Procedures for Quota Allocation
- Environmental Assessment Policy

CHAPTER 2

2 ORGANISATION OF WORK

2.1. PROCESS DESCRIPTION

2.1.1 Protection of Wildlife.

This is a process that involves law enforcement against illegal activities such as abuse of animals, over utilisation of animals and poaching. It involves a number of players namely:

Parks and Wildlife Management Authority: -This is the scientific professional agency of Government responsible for preserving, protecting and managing the Parks and Wildlife Estate. According to the Policy for Wildlife Zimbabwe the Authority should ensure its personnel have adequate training and professional qualifications on appointment or will undergo training if recruited without the skills required.

Non-Governmental Organisations (NGOs) - The involvement of NGOs in the conservation of wildlife extends to the facilitation of training, education and funding of wildlife projects at grassroots level. NGOs also help the Authority in animal translocation programmes, census and Authoritying of special projects (e.g. save the Rhino campaign).

The Zimbabwe Republic Police (ZRP) and Zimbabwe Defence Forces (ZDF). - The ZRP and the ZDF are part of the tripartite operation code named Operation 'Safeguard Heritage' which is co-ordinated by the National Parks Authority. The role of the ZRP and ZDF is to give police and military support to Anti-poaching units assembled by National Parks when need arises. Furthermore, the ZDF provides training and equipment, like aircraft, to the National Parks upon request. National Parks together with ZRP and ZDF can go on extended patrols in affected areas.

Rural District Councils (RDCs), and Private Landowners (Conservancies included). These have been given appropriate authorities to manage wildlife on their land. They assemble their own anti- poaching units to deal with poachers that invade land under their jurisdiction. Where there is need, RDCs with appropriate authorities would request from National Parks to have their personnel trained. National Parks does this through the Capacity Building Programme, which was put in place to ensure that devolution of authority was properly done. The co-ordination of these players is the responsibility of the Director of National Parks.

The Authority has the mandate to protect wildlife from poachers of all kinds. Poachers can be classified into two groups. These groups are commercial and subsistence poachers. Commercial poachers can either be locals or foreigners. Subsistence poaching is done with the aim to feed one's immediate family (Parks officials are included in this group). The protection of wildlife in the National Parks is done through the Management and Conservation and Research, Extension and Interpretation Divisions.

Management and Conservation Division.

The Division uses regular field patrols (short or extended), aerial surveys and intelligence gathering by the Investigations Branch to control poaching and other illegal activities. The Division deploys Scouts on patrols in the Parks and Safari areas. According to the Rhino Policy the Scout density must be 1: 20 square kilometres. Short patrols are usually done in small parks. These are carried out on daily or weekly basis depending on the Area plan. Extended patrols go for up to twenty-two (22) days. The Scouts, when going on extended patrols, obtain the necessary equipment and consumables from their stations. If they notice the presence of poachers in the field they can either take action towards arresting the poachers or raise an alarm to the Rangers at the stations who in turn notify the Wardens (National Parks Managers). Depending on the issue the Warden can decide on the action to be taken.

However, where the Warden cannot make a decision, he takes it up with the National Parks Provincial Officer (NPPO) who is the head at provincial level. The NPPO can decide on the issue and if it is beyond his capacity he takes it up with the Chief Warden at the Head Office. The Chief Warden likewise can make a decision, inform the Chief Investigation Officer if the case needs investigation or can take it up with the Deputy Director for Management and Conservation and then the Director. The Director then makes a decision on whether to reinforce the affected station with manpower from other stations and/or call upon the Zimbabwe Republic Police (ZRP) and the Zimbabwe Defence Forces (ZDF) to help rescue the situation. This combined effort by National Parks' officials, ZRP and ZDF is code named "Operation Safeguard Heritage". Decisions made by the Director pass through the same chain of command downwards. Where lives are lost (i.e. human or wildlife or both) the Head Office must be informed promptly.

Investigations Branch

The Branch falls under the Management and Conservation Division. It reports its findings to the Deputy Director of Management and Conservation. It deals with any form of animal crime. It gathers intelligence information and also investigates cases of poaching and other forms of wildlife abuse, as well as Safari Operators who violate the wildlife laws. Intelligence gathering is done through undercover operations and ground coverage techniques.

Intelligence information (pertaining to the illegal hunting/trafficking of wildlife and/or their parts e.g. Rhino horns, Elephant tusks and specially protected species) is received from various sources namely Informants, Central Intelligence Organisation (CIO), Authority staff and the General Public. When such information is received the Chief Investigations Officer may call for an instant reaction (appoint a team to look into the matter) in order to prevent the intended crime from happening. This may lead to arrests and culprits handed over to the ZRP, and dockets are prepared for court proceedings to take place. On the other hand, the Chief Investigations Officer may also take it up with the top management for a decision if the issue involves staff or requires extra resources. Before any investigation is done on staff, the Chief Investigations Officer notifies the Deputy Director responsible for Administration, Human Resources and Finance who should then give his consent before going ahead. The outcome of the investigation is reported to the

Director who then decides on the disciplinary action to be taken. The Authority pays informants 10% of the value of ivory recovered and \$150-00/kg for Rhino horns recovered. Other undertakings of the Branch include:

- Monitoring and reducing illegal activities involving foreign exchange contraventions related to wildlife through out Zimbabwe.
- Establishing, maintaining and updating database on intelligence networking and execute the functions of law enforcement throughout Zimbabwe.
- Assisting the Principal Legal Officer (Administration) in formulating, monitoring and evaluation of policy and legislation on wildlife conservation utilisation and anti-poaching.

Extensions and Interpretations

This Branch is there to foster, in the minds of the public, a correct perception of the Parks and Wildlife Management Authority and the values it stands for through extensions work. Upon request, it arranges training for Game Guards and Guides in Rural District Councils and on private land. Extensions work includes distribution of educational pamphlets, holding seminars and workshops. Public awareness is also done through shows, the Zimbabwe International Trade Fair (ZITF), and drama. Schools are encouraged to form wildlife clubs as a way to make the community appreciate the importance of wildlife. The formation of clubs in schools is at times done in conjunction with NGOs. The Branch is one of the service providers to the CAMPFIRE programme (a member of the CAMPFIRE Collaborative Group)⁴. An RDC intending to get appropriate authority applies to The National Parks (Extensions and Interpretations Branch) through the CAMPFIRE Association.

Extensions work is carried out according to plans and budgets formulated by the Extensions Officers in the various stations. The plans for all the stations are submitted to the Chief Ecologist at head office for approval. Once approved they are sent back to the stations for implementation. The budgets for the planned Extensions work are submitted to the Wardens at the stations. The Extensions budgets are incorporated into the station budgets before submitting them to the NPPO who in turn incorporates the station budgets into the master budget for the whole province before submitting it to the Chief Warden at Head Office. The Budget Committee appointed by the Director, at Head Office, deliberates upon all the budgets received from the provinces in a special meeting. The final outcome is sent to Ministry for approval. Once the budget has been approved, the Extension Ecologists at the Stations/Provinces can now access it through the Warden/NPPO. The Warden or NPPO controls the budget.

2.1.2 Conservation of Wildlife

⁴ There are eight organisations, which provide services to the CAMPFIRE projects. These are the CAMPFIRE Association (which chairs the Group), National Parks, Zimbabwe Trust, The Africa Resources Trust, World Wide Authority For Nature, Ministry of Local Government and National Housing, Action and The Centre For Applied Social Sciences at the University of Zimbabwe.

This is a process that relates to all the activities that ensure that wildlife is properly utilised for the benefit of today and tomorrow's generations. Conservation ensures sustainable utilisation of wildlife by their present custodians. The Authority ensures this by providing proper park facilities (like water points, observation points and equipment), instituting well-researched capture and translocation exercises and ensuring that harvesting of wildlife is carried out based on quotas allocated by the Authority.

Quota Allocation

A quota is the number of animals that can safely be removed from a population each year without causing damage to that population. Allocation of quotas is a process, which involves the Parks estates and appropriate authorities (RDCs, State land and Private Landowners) that would want to have wildlife on their land utilised. The Wardens and appropriate authorities intending to utilise wildlife send their proposals to the Research and Interpretations division at Head office. Private Landowners and RDC's submit their applications by 28 February and 30 September of each year respectively. Quotas are allocated at a rate that is equal to or below the birth rate. However during drought periods quotas are increased due to food insecurity and vice versa during good times. Paragraph 5.7.3 of the Policy on Wildlife Zimbabwe requires setting of quotas to be done on a scientific basis. The Terrestrial Ecologists will conduct a detailed research to determine population indicators⁵ into areas of concern before any quota is set. The Research division then convenes a meeting with all stakeholders to allocate quotas on the background of their findings. During this meeting the regulations governing the allocation of Convention on International Trade of Endangered Species (CITES) quotas are also taken into account. The outcome of the meeting is submitted to the Director who then makes recommendations of the allocated quotas to the Minister for approval. The approved quotas are used in the following ways:

- Sport hunting
- Capture and translocation
- Rations for members of staff.

Approved quotas for the Authority's Safari Areas are put into groups, which are referred to as Hunting Bags or the Bag system (e.g. the Zambezi Valley hunts:- Sapi and Nyakasanga) These bags are sold to Safari Operators at an auction. Safari Operators are required to obtain a hunting permit from the Authority before utilising their quotas. During hunts a parks official must accompany the licensed hunters. Returns with details of the hunts made should be sent to the Parks Head Office to reconcile with hunting bags as per paragraph 5.7.3. of the Policy of Wildlife Zimbabwe. Other types of quota utilisation are as follows:

- Concession area hunts - areas leased out to safari operators who then package the animals on quota according to their needs.
- Citizen hunts – also utilised through the bag system and sold by auction to citizens only.

⁵ Population indicators are trophy quality, location of kills, problem animal reports, poaching, hunting effort/encounter rate and local perceptions on wildlife abundance.

Capture and Translocation

This is a management strategy used to control animal populations and to deal with problem animals. Translocation of animals is done under the following circumstances:

- Reduction of population for ecological reasons.
- Initiating new population or increasing populations elsewhere in Zimbabwe.
- To manage stray animals.
- In order to protect specific species in Intensive Protection Zones (IPZ)
- When a new Park is being established according to an approved Park plan.
- Re-establishment of locally extinct species.

The process of capture and translocation (done during the period April to October) has two categories, one done inside the Parks Estate and the other outside the Parks (RDCs and Private Landowners). Capture and Translocation in the Parks Estate must be authorised by the Director basing on scientific information provided by the terrestrial ecologists. Scientific information should cover pre, during and post capture and translocation effects on wildlife to be translocated.

The management division does planning before any capture and translocation exercise is carried out. In formulating its plan it considers reports from the research division. The plan recommends:

- The method to be used to capture the animals.
- The mode of transport to be used
- The type and quantity of food
- The holding facilities (Bomas) to be used
- Manpower requirements

Depending on the type of animal, a chemical or mechanical method may be used. The chemical method is used for big animals like elephants, rhinos and hippo. This entails dosing the animal before translocation. The mechanical method is used on small to medium sized animals. This involves the driving of animals into holding facilities before translocation. During the translocation exercise the parks officials have to closely monitor the condition of animals. Once they have reached their destination they will be kept in release facilities called Bomas for a period of up to ten days. After the expiry of this period they will be released into the Parks.

For the translocation of wildlife done outside the Parks Estate, the Landowner seeks recommendations from the RDC and the relevant Conservation Committee of the land and permit of the Department of Veterinary Services. The Landowner then applies to the Director of National Parks for a permit to translocate the animals. Before the Director issues the permit he considers the recommendations from the RDC and Conservation committee as well as the permit from the Veterinary Department. When he is satisfied he can then issue a permit in terms of the Parks and Wildlife Act. All activities related to

wildlife should be recorded as stipulated in Statutory Instrument 26 of 1998 Section 8(1)(b) and paragraph 1.2.15 of the Policy for Wildlife Zimbabwe.

Wildlife becomes a problem when it strays and poses danger to human life or crops. The alarms raised regarding problem animals should be instantly attended to. In assessing the situation, the Parks officials consider whether the animal(s) concerned is a specially protected animal or a general problem animal. Translocation is the most probable course of action for specially protected animals. The Veterinary Services' response to reports of problem animals is to shoot them within 24 hours especially if they are Buffaloes.

Specially Protected (Endangered) Species

According to the Authority's policy, the Research Division has the duty to identify animals that are threatened with extinction. Monitoring is done on a continuous basis by using observation cards and mortality record cards. Station heads on behalf of the Research division enforces the use of observation and mortality record cards. Animal distribution and population counts [also done by the WorldWide Authority for nature (WWF)] are also used to help in identifying species that are depleting in numbers. After an animal is identified, recommendations are made through the Parks Board to the Minister for enlisting it in the Act. Once the animal has been promulgated in the Act, no one will be allowed to hunt it on any land except where the Director has given his written consent. The enlisted animal becomes specially protected species. Animal specific policies are then developed to cater for the management of the animal in question.

CHAPTER 3

FINDINGS

This Chapter details my findings relating to the Protection and Conservation of Wildlife by the Parks and Wildlife Management Authority.

3. My examination of the operations of the Parks and Wildlife Management Authority in terms of Protection and Conservation of wildlife revealed that:

- **Wild animals were lost to poachers due to an ineffective anti-poaching system.**
- **There was no evidence that quotas set for the years 1997 to 2000 were based on research.**
- **The Authority was not monitoring the utilisation of quotas in both the private and safari areas.**
- **There was a high death rate of animals during the capture and translocation operations.**
- **There was a general lack of training for the staff involved in the capture and translocation of animals.**
- **The Authority did not maintain registers of captured and translocated animals.**

3.1 PROTECTION OF WILDLIFE

The operations of the Investigations branch and the Extensions and Interpretations branch involved in the protection of wild life were found to be lacking. The Investigations branch was not adequately gathering intelligence information to deter poaching. The Extensions and Interpretations branch was not carrying out extensive awareness campaigns to the public. These deficiencies have resulted in high poaching incidents in the National Parks estates.

Poaching

The anti-poaching system of the Authority is not effectively protecting wildlife from poachers. This was evidenced by high incidents of poaching experienced in the three provinces of Matebeleland North, Masvingo and Midlands that I visited. The following table shows the number of animals poached during the period 1996 to 2000 according to the records that I reviewed.

Animals Poached

Type	1996	1997	1998	1999	2000	Total
Elephant	9	53	46	71	34	209
Buffalo		17	32	49	40	138
Impala		14	84	62	48	108
Warthog		3	10	4	2	19
Zebra		-	3	6	3	12
Giraffe				3	10	13
Kudu		6	12	8	5	31

Despite the decrease in the number of animals poached and recorded in the year 2000, the table above shows that poaching of elephants, buffaloes and impalas was on the increase on average from 1996 to 1999. The highest being 71 and 49 for elephants and buffaloes respectively were recorded in 1999. In 1998, 84 impalas were recorded. This could be attributed to their meat and/or commercial value. The statistics available further showed that the Authority failed to meet its objective of reducing poaching to 50% of 1998 levels by the year 2000. The following table shows the percentage achievements made by the Authority towards reducing poaching:

Percentage reduction in animals poached during 2000

Animal	1998	2000	Reduction/ (Increase)	Percentage achievement
Elephant	46	34	12	26%
Buffalo	32	40	(8)	(25%)
Impala	84	48	36	42%
Warthog	10	2	8	80%
Zebra	3	3	-	Nil
Kudu	12	5	7	58%
Average achievement				36.2%

The above table shows that the Authority failed to achieve its target of reducing poaching by 50%.

The auditee attributed the failure to achieve a 50% reduction in poaching to delays in the filling of vacant posts caused by the freezing of posts by Public Service Commission.

Poaching statistics

The records provided by the Auditee did not show all statistics relating to poaching for the period under review, as they were not accurate and complete. Records for some periods were missing. (Refer to **Annexure 2** for detailed statistics). According to interviews with the Officers-in-Charge of the stations that I visited, I gathered that poaching statistics of some animals, especially the small ones, were not recorded. This was confirmed by the variances in the number of animals recorded as poached in the patrol records (source books) and numbers shown in the monthly and annual reports. For instance Mabalauta could not furnish me with poaching statistics on buffalo for the years 1997 and 1999. Chipinda had no records for buffalo poached during the period 1996 to 2000. Hwange Main Camp also failed to provide me with poaching statistics for elephant for the period 1996 to 1998. This suggests that there are even higher incidents of poaching than reflected by the statistics, which have gone without notice, or without being recorded. Poor recording of animal statistics could also make it impossible to identify animals threatened with extinction (specially protected species). However, population statistics of Rhino were properly maintained.

In response to this issue, the Authority referred me to the monthly report form, which is a standard for all stations.

This form, as mentioned above is just a record of extractions from the patrol records (source document). There was no coherence between information contained in the patrol records and that contained in the monthly reports. In my opinion the monthly reports were in most cases just submitted to head office or provincial office to fulfill a submission requirement. Wildlife was left susceptible to poaching because of:

- The low scout density, advanced age of scouts, low literacy level of scouts, lack of training for scouts and inadequate communication equipment.
- The inadequate gathering of intelligence information.
- Lack of awareness campaigns on wildlife protection, and
- Lack of co-ordination among the divisions of the Authority.

3.1.1 Scout Density

During my audit I noted that the average scout density was one scout for every 112.23 square kilometres as compared to the required standard of one scout for every 20 square kilometres. This affected the frequency and duration of patrols. The scouts failed to cope with the coverage necessary to ensure safety of wildlife. The following table shows the number of scouts vis-a-vis the park areas to be covered by the scouts during anti-poaching patrols:

Area covered by scouts

Station	Area covered (square km)	Number of effective Scout	Scout density(square km)
Chirisa	1340	34	1:40
Sebakwe	29,68	14	1:2
Ngezi	58	9	1:6.2
Mabalauta	2000	25	1:80
Chipinda Pools	3000	24	1:125
Main Camp	10000	18	1:555,6
Sinamatella	1400	23	1:60,17
Zambezi Camp	564	20	1:28,2
Average			1:112.23

The low scout density was partly brought about by failure to expeditiously fill scout posts which fell vacant. For instance the total scout establishment for Sinamatella was 45 but the number in post at the time of audit was 23. Umtshibi had a staff establishment of 40 but had only 23 filled posts. Nyamanheche had 22 people in post but with an establishment of 40. Failure to fill vacant posts resulted in the station heads employing a crisis management type of administration. This meant that Scouts were deployed in high-risk areas only for anti-poaching patrols and they had to take more days on patrols than is normal. For example anti-poaching patrols for Hwange National Park (Main camp area) were concentrated along the areas bordering Tsholotsho and Ngamo communal areas. As for the Zambezi camp concentration was along the areas bordering the municipal area (Victoria Falls town) and along the Zambezi River where foreign poachers from Zambia could enter

the park. In Gonarezhou patrols were directed to risky areas like Chiqualaquala, Mozambican border, Sengwa and Chiredzi communal areas.

Furthermore, non-recruitment of anti-poaching personnel or improper deployment of scouts once recruited (i.e. deploying scouts without considering needy areas) caused scouts to go for longer periods on continuous patrol. For instance, scouts at Main Camp and Sinamatella went for a minimum of 14 days and 18 days respectively instead of 7 days. Where the anti-poaching units went for less than 14 or 18 days, they would then be made to go back on patrol one or two days later. This was against the standard time allowed for extended patrols of 7 to 14 days according to the top management of the Authority. Interviews with the scouts and station officers revealed that the shortage of scouts was a serious issue, which had resulted in a demotivated work force. According to the interviews that I carried out, the Authority resorted to employing and using general hands and casual workers as anti-poaching personnel. For instance, at the time of audit (May 2001) Hwange Main Camp had employed 20 general hands in April 2001 to boost its anti-poaching units. It is my opinion that the use of an inappropriate workforce for anti-poaching operations could not see the Authority succeeding in achieving its mandate of protecting wildlife.

Another problem was that most of the top management/decision making posts were not substantively filled at the time of audit. They had acting personnel. This situation could lead to improper or half-baked decisions being made which could have a cascading effect down to low levels of the organisation and hence affecting operational efficiency. Refer to **Annexure 4** for details on Acting Posts.

The Parks officials acknowledged and confirmed that there was low scout density and went on to state that this was due to the non-filling of vacant posts. It was further stated that the low scout density has made it difficult to cover all areas and that general hands were being employed to assist in anti poaching operations. It was also mentioned that the general hands had been trained to handle firearms.

According to Paragraph 1.2 of the Policy for Wildlife Zimbabwe, the Parks and wild life Conservation Authority is a paramilitary setup. Like other paramilitary setups age of the field personnel is of significance in assessing efficiency and effectiveness of the organisation. A review and analysis of the ages of scouts involved in anti-poaching operation revealed that their ages were advanced for the nature of their duties. For example from the total of 158 scouts that I interviewed at the stations that I visited I found out that about 48% of them were over 50 years of age. The conditions of service which the Authority uses are as provided for in the Statutory Instrument 1 of 2000. The pensionable age provided for in the regulations is sixty or sixty-five depending on when the person joined. I bench marked the Authority with other military organisations to find out whether age was of essence. According to a telephone interview with the Assistant Commissioner of Police responsible for human resources, police officers are allowed to serve up to the age of 50 years or not more than twenty years of joining the force whichever comes first. However, members can then apply for yearly extensions of service which can not exceed five (5) years in total. The same condition applied to the army officers. The table below shows the number of scouts in the range of ages at the stations that I visited during my audit.

Range of ages of scouts

Age Range (years)	Sinamatella	Umtshibi	Main Camp	Chirisa	Mabalauta	Chipinda	Total
<40	9	0	9	12	6	6	42
40-49	15	0	12	12	7	4	50
50-59	14	10	5	13	10	10	62
60 and above	2	2	3	3	1	3	14
Total	40	12	29	40	24	23	158
Age above 50 as %	40%	100%	28%	40%	46%	57%	48.1%

The table above shows that about 48% of the scouts at the stations highlighted were above 50 years of age, which in my view is not conducive for the effective protection of wildlife.

In my opinion the advanced age of the scouts reduced their efficiency and effectiveness in the field. It is my expectation that anti-poaching patrolling requires young and energetic people who can endure and overcome its heavy demands on strength and mobility.

The management of the Authority confirmed and agreed with my finding but went on to state that the Authority was still bound by the Public Service regulations on retirement. However, it was stated that the concerns would be put forward for consideration by the Parks and Wildlife Management Authority once it became operational.

Literacy Level

Previously the Authority had no minimum entry qualification for a person to be recruited as a scout. For this reason therefore, I noted that most of the scouts at the stations that I visited could not read and write. For example at Umtshibi only two out of twenty three scouts could read and write. The inability to read and write in my opinion impacts negatively on the effectiveness of their law enforcement functions. From interviews with National Parks Officials it was gathered that the Authority has lost cases to poachers or poachers have managed to get away with light sentences due to illiterate scouts who have failed to produce sufficient evidence to the courts. The recent inclusion on the scout recruitment policy of a minimum qualification of 5 "O" levels has not yet transformed into any meaningful contribution to the protection of wildlife since the bulk of the scouts are products of the old policy.

The Authority officials acknowledged that the literacy level among its scouts was low and attributed it to the appointment procedures which were applicable then which did not emphasize on qualifications as was being done now.

Training

It is my expectation that scouts be trained just after recruitment and before they are deployed and that top management should take a supporting role by putting in place a proper training and manpower development policy for its personnel. During my audit of the Authority I discovered that most scouts were either not trained in anti poaching or their

training came well after they had joined the Authority and had been sent on patrol several times. This was attributed to lack of both a training policy and top management support. Training of the scouts was left to the heads of stations who decided on when, how and what to train their scouts on. This resulted in variances in the time it took a station to train its recruits. During my audit I gathered that recruits were at times made to go on patrol without any formal training. They were just handed over to the team leaders by station heads who could then just show them the basics about firearms handling before taking them on anti-poaching operations. The following table highlights the above situation:

Time taken before first training

Station	Period of service before receiving first training (in years)						Total scouts at station
	0	1 to 5	6 to 10	11 to 15	15 to 20	Above 20	
Mabalauta	0	4	2	0	1	0	7
Chipinda Pools	0	1	1	1	1	0	4
Main Camp	4	3	3	1	1	0	12
Sinamatella	4	2	3	0	2	2	13
Zambezi	1	2	0	2	1	3	9
Total	9	12	9	4	6	5	45

The table above reveals that of the 45 scouts that responded to the questionnaires that I distributed only 9 of them received their training within the year of joining.

An analysis also of information gathered from interviews and documents reviewed highlighted that the training given to scouts from station to station was not coordinated and was largely on-the-job training. This in my opinion posed a danger of injury to the scouts since their job entailed handling guns. This practice also did not complement properly the Authority's efforts of protecting wild life.

In response to this, the management of the Authority acknowledged that it had no policy on the training of its staff. They went on to say that a draft policy had been recently submitted to the Ministry for consideration. It was also stated that the Authority has been training scouts and other staff members as shown by records but admitted that the training has not been done systematically.

Communication Equipment

The Authority did not have a proper and serviceable radio communication system to use when scouts were in the field or when one station needed to communicate with other stations. For instance Ngezi Game Park in Mhondoro had no serviceable radio or telephone when I visited it during my audit. The radio system, which was used at Hwange Main Camp Mabalauta and Chipinda Pools, was not adequate to cover their park areas. This meant that once the scouts were in the field, they could not easily communicate with their stations making their operations difficult especially where a poacher was arrested and/or when reinforcements or supplies were needed. Criminals arrested during operations must be surrendered to the police within 24 hours of such arrest. However, it was found out that scouts would stay with criminals for more than 24 hours in the bush before surrendering them to the Police. This was said to be caused by the lack of communication with their

base stations. This situation exposes the scouts to danger of attack by people sympathising with the poacher. Also the mobility of the scouts was adversely affected by people arrested resulting in poor coverage.

In response the Authority admitted that at the time of audit the Authority had problems of inadequate communication equipment. The Authority went on to say that this situation had improved as it has taken delivery of \$25 million worth of radio equipment.

A revisit to Hwange National Park in July 2002 to verify whether radio equipment had been delivered proved that the delivery had taken place. An interview with the warden revealed that the purchase of the equipment was welcome but it was still not adequate for the functions of the Park. Hwange Main Camp received 18 new Motorola GP 340 radios in July 2001 (issue voucher no. 553296 dated 17/07/01). According to the Warden the new radios had a number of shortcomings which included the following:

- ◆ the radios could only cover a radius of 5 km, which was far below the Park Area.
- ◆ their batteries easily go flat
- ◆ they can not use electricity.

The Warden went on to say that the only mode of communication with scout on patrol was through the use of the motor vehicle. Scouts also mentioned shortage of camping equipment and uniforms as matters of concern.

3.1.2 Investigations branch

The operations of the Investigations branch, which is supposed to gather intelligence, were re-active instead of being pro-active. Its operations were too reliant on informers. This was not conducive for the effective performance of the branch because informers had become selective in the information that they brought forward since other type of information was not rewarding. The Authority rewarded them only on information leading to the recovery of elephant tusks and/ or rhino horns.

I was also concerned with the distribution and location of investigation personnel in the provinces, which was not adequate to foster effective protection and conservation of wildlife. This situation resulted in the Authority failing to adequately detect criminals and gather anti-poaching intelligence. For example, Matebeleland North and Masvingo province had only one Investigation officer each. In Matebeleland North the investigation officer was assisted by a scout. It is my opinion that the distribution of investigation officers was not based on any criteria, for instance, crime rate or risk to wildlife by surrounding communities.

The location of the investigation offices was also not proper for the efficient gathering of intelligence information. For example the offices for Matebeleland North, Midlands and Masvingo provinces were located in the towns of Hwange, Kwekwe and Beitbridge respectively. In my opinion the location of the investigation offices was not strategic for the gathering of intelligence from informants and let alone collecting own information

because of the distance between where they are located and the Game parks. Locating near the game parks would act as a deterrent to poaching.

Responding to this issue, the Authority argued that all its Branch stations were strategically positioned in terms of intelligence and investigations. It was further stated that it was beyond the scope of this paper (*audit report*) to discuss the successes of the Investigations Branch in any detail. The management also mentioned that the work performed by the Branch has been most positive and successful and has received much favourable comments both locally and internationally.

This statement could however not be proved by issues that were taking place on the ground some of which are highlighted in the paragraphs that follow. Furthermore, the town where the investigation offices are situated are on average around 100 kilometers away from the Game Parks.

I also noted with concern the long time taken to investigate and follow-up on cases by the branch. The reason cited for the delays in concluding cases was lack of top management support especially for cases involving staff. The Branch members said that the investigation of staff cases was taken to be a deliberate harassment of fellow staff members and were highly resisted. Only one case involving mercy killing was presented for my audit. The investigation branch could not furnish me with information relating to more cases involving staff because it was said that the information was on the computer which was no longer functional. Members also cited lack of suitable vehicles to carry out investigations and that newly appointed Investigations Officers were not trained and therefore lacked the necessary skills to carryout effective investigations.

The table below shows the time that has been taken to investigate cases from 1997 to 2000.

Sample of Cases Investigated

Case	Date Started	Date of latest follow up	Current status of case (June 2001)
Elephant poaching in Chegutu Safari area	1/09/2000	13/10/2000	No resources to access the crime Area
Save valley Conservancy	27/7/2000	13/10/2000	No resources to access the crime area
Poaching by staff in Katombora	1998	May 2000	Still pending
Excess hunts at Russ Broom Safaris in Binga	1997	May 2000	Still pending
Excess hunts in Tsholotsho	1997	May 2000	Still pending

During interviews the investigation officers expressed their concern regarding the efficiency and effectiveness of their Branch in trying to reduce animal crime. I noted that the effort employed by the Investigations Branch towards arresting animal criminals were

not properly complemented by the courts and ZRP as evidenced by the short jail sentences and insignificant fines which the accused were made to pay.

The table below shows some crimes committed and the small jail sentences and/or fines meted on the offenders:

Crimes Committed and Sentences Meted on Culprits

Year	Crime Committed	Outcome/Sentence	Number of people arrested
1996	Monkeys captured for captivity	\$50 fine	1
1997	Elephant tusks	4months/\$1500 fine	4
	Poaching of Bushbucks	20days/\$150 fine	2
1998	Illegal hunting of Ostriches	\$500 fine	3
	Crocodiles	2years	
1998	Orchids	\$50 fine	1
1999	Poaching and possession of Elephant tusks	18months/\$1500 fine	3
	Pangolin		
	Hunting and poisoning of wildlife	18 months	1
	Poaching of Antelope	\$340 fine	1
	Poaching of 2 eland,1 sable and 1 impala all valued at \$43000	\$400 fine	1
		3 months community service	1

The situation shown above highlights failure in deterring people from engaging in poaching activities. For instance, a poacher who went hunting with dogs in Manyame Recreational Park area and caused the death of 25 Sables was only jailed for an effective one year.

I discovered that Officials of the Authority and other law enforcement agents were also perpetrating animal crime. Parks' officials killed animals on the pretext of mercy. They referred to this type of killing as 'destroying'. Interviews with the officials at the stations that I visited confirmed that this type of killing was happening. It was said that 'destroying' only happened when an animal was injured as a result of human interference, for instance during capture and translocation or when human life was endangered. This action was not supported by the mandate. Therefore, it was contrary to the provisions of Section 38(1)(a) and Section 38(2) of the Parks and Wildlife Act [CAP 20:14] which says 'No person shall hunt any animal in a Safari Area except in terms of a permit issued in terms of Section 39'. Section 19(a) of Statutory Instrument 362 of 1990 also forbids such type of killing. Interviews, however, revealed that the investigation officers were supposed get clearance from the Director before undertaking any investigation into mercy killing by Parks Officials. This results in a number of cases involving staff not being pursued to their logical end.

3.1.3 Extensions and Interpretations

The extensions and interpretations branch was not doing much in educating the communities on the need to safeguard its wildlife heritage. This was evidenced by inadequate distribution of extension personnel in the areas where wildlife existed. Another

weakness with the branch was its failure to formulate and follow its annual workplan, which resulted, into impromptu campaigns. I noted that from 1996 to the year 2000 the Branch was only represented in Matebeleland North and Midlands provinces. Other provinces were not represented due to the Authority's failure to fill in vacant posts. The average extensions coverage for the two provinces was 6.5% of the planned work. This low coverage proves that the Authority is not taking awareness campaigns seriously. If awareness campaigns are allowed to continue at this low level then poaching will continue to rise. For the years 1998 and 1999 the two provinces carried out the following extensions work.

Planned and Actual Extensions Work

Place	Year	Target Schools	Number of schools visited	% Coverage
Midlands	1999	240	22	9%
Matebeleland North	1998	520	21	4%

The stations cited failure to access Authoritys and other facilities like transport as the reason for not carrying out the planned extension work. This was partly because of the dual reporting system, which the Authority employs where Extensions Officers are required to seek finance and other resources through the Management and Conservation Unit's budget and on technical issues report to the Research, Extension and Interpretation.

In response, the Parks and Wildlife Management Authority conceded with the above facts and also pointed out that the staff establishment of the Branch did not permit adequate distribution of personnel even to areas where wildlife existed. It was further stated that the branch's establishment was based on a narrow view that wildlife meant only large mammals and failed to appreciate that wildlife included birds and reptiles. On the issue of awareness campaigns, the Authority said that the failure to take these seriously stemmed from the tradition when the branch was dominated by the Divisions of Research and Management, and Administration since its inception.

During my audit I noted that visits by the Authority to CAMPFIRE areas were minimal in Matebeleland North and Midlands provinces. There were no reports to show that such visits were made in Masvingo. Conservancies were found to be neglected in these two provinces that I visited although they also have wildlife and are sharing boundaries with communities.

The Authority stated that “the existence of conservancies was mired in controversy. The Branch of Extensions and Interpretations could not deal with them as a result of their uncertain status”.

It is my opinion, however, that the Authority did not need any extra policy and power or right to access the conservancies. Section 14(a) confers upon the National Parks Board the function of examining and reporting on conservation and protection and utilisation of wildlife in Zimbabwe. The Policy for Wildlife Zimbabwe also states that “the Authority is the Scientific Professional Agency for government responsible for preserving the indigenous species and habitats and protecting and managing the Parks and Wildlife

Estate”. With all this in place, in my opinion, what the Authority was doing in relation to Conservancies of not carrying out educational campaigns was mere neglect. Communities should play major roles in the protection of wildlife through CAMPFIRE programmes. It is my opinion that the Authority must fully complement the efforts of the CAMPFIRE by constantly interacting with the organisation.

3.1.4 Co-ordination between divisions.

The operations of the two divisions of the Authority namely the Management and Conservation and the Research and Interpretation were not co-ordinated. Interviews with the Chief Warden and Chief Ecologist at Head Office, Wardens and Ecologists at stations revealed that one division did not know what the other division was doing in terms of daily operations. This lack of information exchange could also be attributed to the organisational structure, which does not emphasise on formal relations among the divisions. Of concern was that information, which normally should be shared (especially from ecologists to wardens) was not being properly shared. Most of the information exchange was ad hoc or based on personality. Furthermore, I gathered through interviews with Wardens and Ecologists (Main Camp, Sinamatella, Zambezi Camp, Mabalauta and Chipinda) that where the relations were good, the flow of information was largely one way with a bias towards the Research Division (ecologists). For instance, at Sinamatella camp, the resident ecologist responsible for research into Rhino behaviour transmits all his findings to Head Office via the Internet. His findings are not shared with the station warden although they share the same objective of protecting the Rhino. The Ecologist, on the other hand, uses personnel from the Management Division to collect specimen and other data for his research. This scenario is common, according to interviews, on basically all stations within the parks' estate.

Responding to the above, the Authority admitted that coordination problems existed between the Management and Conservation, and the Research and Interpretation Branches.

It is my opinion that as long as the divisions continue to withhold information from others, the goal of the Authority for being a scientific authority over wildlife will not be achieved. This practice will furthermore adversely affect the quality of decisions made for the protection and conservation of wildlife.

3.2 CONSERVATION OF WILDLIFE

The Authority's did not follow proper methods of conserving wildlife. This was shown by the inadequate research which was being done into wildlife dynamics resulting in unsustainable utilisation of wildlife. Of great concern, however was the Authority's failure to carryout research before allocating and utilising quotas.

3.2.1 Quota Allocation

An analysis of the information gathered during the audit revealed that the Authority was allocating quotas to private landowners, rural district councils and other appropriate authorities without carrying out the necessary research into the wild life population dynamics. According to documents reviewed and interviews with the research personnel, research into population dynamics was necessary for the Authority to be able to confirm the quotas, which would have been proposed by people intending to utilise wildlife. By not carrying out research the Authority was neglecting the provisions of paragraph 5.7.3 of the Policy for Wild life Zimbabwe. The policy stipulates that "the Authority should carry out a detailed research before allocating quotas so as to have a insight into factors that may determine the setting of quotas in the requisite areas." Furthermore, audit discovered that Ecologists in the field did not have a structured work plan to follow during the year which resulted into some of their core tasks being left unattended to. Their work was mostly ad-hoc and supervision of their work was inadequate.

The Authority responded saying that work plans for ecologists were approved at its Annual Research Division meeting. It was also pointed out that because of manpower shortage in the Research Branch and the need to attend to urgent unplanned important issues has caused ecologists to work on ad-hoc basis.

I also gathered that the Authority was setting quotas based on past allocations (for example quotas allocated for the years 1997 to 2000). This suggested that the quotas were being set judgementally. This misnomer compromised on sustainable utilisation because other effects on wildlife populations like poaching and problem animal control were not taken into account.

The response to this was that conservation and wildlife management were based on a set of disciplines such as ecology, sociology, and economics which were complex for the audit team to appreciate. "... given these Authoritymental realities, the Authority has adopted an 'adaptive management' approach to wildlife management including animal population management." The Authority said that in the RDCs, quota setting process the ecologists reviewed the recommended quota based on the information supplied e.g. Chiredzi RDC. Because of manpower constraints, it was impossible to conduct physical resource survey for all applications to verify information supplied.

The response from the auditee, according to my opinion, confirms that the quota set, not withstanding the reasons given, were judgemental and largely based on previous allocations.

The following issues made me draw the conclusion that allocation of quotas was not based on research but was judgemental:

- Quotas, which were, allocated to Chiredzi RDC for Malipati safari remained static (the same) for the years 1997 to 2000. This scenario does not properly reflect a true picture

of wildlife population changes. The quotas set do not show effects of poaching, problem animal control, births, introductions⁶ and other factors.

- There were conflicts in the wildlife management programmes for capture and translocation which officials interviewed could not explain. For instance, the translocation programme for 1999 showed that Hyena was being captured and translocated to Matobo from Tuli where it was said to be over populated. The programme for the year 2001 showed that Hyena was now being translocated from Matetsi to Tuli. The reason that was stated on the programme was that the hyena was being introduced into the Tuli Game Park.

The management of the Authority agreed that there were conflicts in the recommendations of the Animal Management Committee with regard to translocation of hyena in 1999 and 2001. The recommendation should have been that hyena was to be translocated from Matetsi to Tuli where there is an over abundance of impala, while there is a local over-abundance of hyena in the Matetsi safari area.

- The contradiction that surfaced during the audit was the issue of restocking Gonarezhou with Buffalo head, which according to the Parks' plan was meant to be sustainable. The same Authority was issuing open quota to utilise (hunt) Buffalo in the Malipati Safari Area which is a section of the Gonarezhou National Park⁷. There was no fence to demarcate the game park from the safari area. An open hunting quota allowed the hunter to kill any number of Buffalo in the pretext of controlling food and mouth disease.

The Authority responded saying that it was wrong to perceive a conflict in management practices in Gonarezhou National Park. "...no hunting quota, open or limited, was ever issued to Gonarezhou National Park. As a policy we do not hunt in any National Park. Hunting only takes place in Malipati Safari Area and adjacent Communal lands".

It is true that hunting only takes place in Safari Areas. It is also true that all types of animals, including Buffaloes, can freely move from the Game Park to the Safari Area and vice versa because there is no physical deterrent.

- The Authority produced capture and translocation programmes without identifying the source of animals to be translocated. For example the 2001 programme did not show where the 200 Buffalo and the 70 Waterbuck were to be sourced for translocation to Gonarezhou.
- Analysis of pre-hunt forms and permits revealed that there was a low animal encounter rate and a high hunting effort in most of the safaris suggesting that there was no

⁶ Introductions are animals that are brought into an area by virtue of capture and translocation.

⁷ Gonarezhou National Park constitutes of Mabalauta Game Park, Chipinda pools Game Park and Malipati Safari Area where hunts take place.

research made before the quotas were set to establish a population depletion. A randomly picked sample of 29 pre-hunt forms covering the period from 1996 to 2000 revealed that of the 2012 animals that were authorised to be hunted only 25 were hunted. This translates into 1.2% of the total authorised hunts as per the sample. (Refer to **Annexure 3**).

The Authority's response was that the audit conclusion was premised on wrong assumptions. "...if as said in the report only 25 animals were shot out of a possible 2012 then there would be no viable hunting industry to talk about". The auditee further argued that "...there is no way the pre hunt form information can be used to determine animal encounter rate or depletion levels of hunted animal populations."

It should, however, be noted that the issue at hand was not about viability but the Authority's mental issues to take into consideration before allocating a hunting quota which include the hunting effort and the animal encounter rate.

The auditee failed to appreciate that the pre-hunt form has three columns, namely, number of animals to be hunted (allocated quota), number of animals hunted and then the balance of animals remaining on the quota. An analysis of this information is enough to conclude whether all the Authority's mental issues were considered during the quota setting stage.

- Failure by the Authority to produce reports of their annual area assessment of animal populations upon which quotas were based. It was gathered from the interview with the National Parks Provincial Officer that the hunting quota for Chirisa safari area was set about ten years ago based on a research done by an ecologist who was resident there at the time. The officer could not understand why it has remained unchanged up to now given that so much was affecting the animal populations. The undated report on the research into the Sebungwe South area carried out by the terrestrial branch of the Research and Interpretation Division revealed and confirmed that the Buffalo quota for Chirisa was too high for the area. This was more so given that the Veterinary Department destroyed all stray buffalo in the area in order to control the spread of foot and mouth disease. Paragraph 2 under the heading "*Observed factors affecting setting of off take levels*" on page 4 of the report stated that "...each species on the Chirisa quota was critically looked at. Using this basic quota calculation, it was noted that the buffalo quota of 84 (69 male and 15 female) on the Chirisa quota was grossly inflated as the population in this area can not sustain such a high off-take. In fact sustaining a quota of 84 would require over 8000 buffalo and yet the population of Chirisa is far less than this." The report also raised concern on the quota set for the Zebra.

3.2.1.1 Monitoring of quota utilisation

National Parks Authority neglected the need to monitor the utilisation of the allocated quotas on both private land and park's estate. This action breaches the provisions of paragraphs 5.7.3 and 5.7.4 of the Policy for Wildlife Zimbabwe, which stipulate that "the Authority should monitor wildlife populations, which are hunted" and that "the Authority

should enforce regulations designed to maintain high standards in the sport hunting industry". Section 38 of the Parks and Wildlife Act (chapter 20:14) provides that the National Parks Authority shall control hunting in and removal of animals or animal products from a safari area and sale of animals or animal products. The stations that I visited had neither programmes nor reports to show that monitoring was being done or whether there were any intentions to visit the private land including conservancies. This suggested that the Authority did not attend to the monitoring role with the seriousness it deserved. However, the officials claimed that they were denied access to private land by landowners. Lack of monitoring of hunts resulted in a high potential for the state to lose both revenue and wildlife to over hunting. For example an over hunt of 35 sables committed by four farmers in Matebeleland North resulted in the state receiving only \$2000 (as fines of \$500 per person) as opposed to \$2 870 000 (\$82 000 for each sable) which the state would have realized through a proper hunt.

The management of the Authority stated in their response that “ it has to be appreciated that the absence of a proper definition and appropriate legal framework has contributed to the failure by the Authority to deal properly with the Conservancies”.

The regulations which govern hunting in the National Parks safaris entail that any professional hunter intending to hunt in the safaris should be accompanied by a parks official (e.g. scout). The Authority again chose not to take this regulation seriously as it left some hunters to conduct their business on their own. This omission was evidenced by the following instances in the table, which surfaced in the Malipati Safari area of Gonarezhou National Parks:

Unaccompanied hunts

Name and address of Hunter	Hunters Licence	Hunting period
C.Bradfield P.O. box 72 Triangle	301313	18/02- 28/02/2001
N. Dzingai P.O. Box 400 Chiredzi	2874b	5/11/97-11/11/1997

Non monitoring of hunts in safari areas could be attributed to lack of controls to check on irregularities.

During my examination of the Authority in terms of its control over hunting I discovered that it lacked proper control over hunts because of the system (from application for a permit to actual hunting) which was not adequate. The system in place did not allow for reconciliations to be done after the hunts or hunting season. The system was such that the Hunting Section of the Management Branch approved and issued out hunting permits to the Safari Operator who in turn issued out pre-hunt forms to their clients on the approval of the National Park Provincial Officer. During the hunt the hunter in the presence of the scout fills in the number of animals killed or wounded against those allocated. After the hunt the completed forms are sent direct to the Head Office's Utilisation Section of the Research Branch. The system described above did not allow for reconciliation of records

by the Management Branch (i.e. from hunting section (Head Office) to the Provincial Office). When the permits have been approved and sent, none is received from the Safari Operator by the Hunting Section after the hunts to facilitate reconciliations. For example the balance on quotas on some pre-hunt forms for the Malipati and Chirisa Safari areas showed a rising trend on the quotas as the year progressed yet quotas are only issued once a year. Other pre-hunt forms showed a difference in the numbers of animals killed when compared to hunting register compiled by the scout present. Furthermore, some pre-hunt forms were not signed by the scout accompanying the hunter suggesting that the hunt was not monitored.

Monitoring of animal off takes on private land by the Authority Officials was none existent. The Authority lacked the system to monitor the utilisation of animals on private land. There was a conflict in legislation with regard to monitoring and controlling of wildlife on private land as seen in section 59(4)(c) of the Parks and Wildlife Act. The Act gives power to the landowners to utilise animals on their land without seeking authority from the National Parks Authority. On the other hand, section 59 of Statutory Instrument 362 of 1990 states that no person shall be allowed to hunt or remove any part of the animal from the land without permission from the Director of National Parks. According to the mandate, Private Landowners were only required to apply for a hunting permit if they were engaging a foreign hunter or they were intending to export trophies. No permit was required if the hunt on private land was for own consumption or domestic use. This omission left all wild life on private land at the mercy of the landowners.

In my opinion, the Authority is failing to ensure sustainable and equitable utilisation of the wildlife heritage as evidenced by the existence of vast conservancies, which are owned by a very small proportion of the total population and whose activities are barely monitored (Pareto Doctrine)⁸. Lack of a proper monitoring and controls mechanism in the utilisation of wildlife leaves the process prone to abuse by both private landowners and members of the Authority. If this area is left unattended it will deprive the Authority and the State of potential revenue, which would benefit the indigenous people and encourage them to conserve wildlife in their areas.

3.2.2 Capture and Translocation

The following deficiencies were discovered in the Capture and Translocation system:

- High mortalities during capture and translocation.
- Lack of records for animals captured.

3.2.2.1 Capture and Translocation mortalities.

I reviewed capture and translocation records of the Authority from 1997-2000 and noted that a significant number of animals died during capture and translocation. For example, of the seven hundred and seventy-seven (777) animals translocated during the period 1998-2000, 255 of them died (i.e. 187 out of 383 dying in 1998/99 and 68 out of 394 in 2000).

⁸ 10% of the population have access to 90% of the country's resources

This translates into an average death rate of 32% of the total off take for the periods. The minimum accepted mortality rate could not be established from the National Parks Head Office personnel. The Head of the Capture and translocation unit at Nyamanheche envisaged a nil mortality for every exercise. However, interviews with other personnel involved in the capture and translocation operations gathered that a death rate of four (4) animals per 100 would be normal. Anything over and above 4% could be attributable to human error.

In response, it was pointed out that from the research conducted by the Agricultural Research Council of South Africa, the acceptable mortality rate during capture was 5%.

Documents reviewed during the audit, however, showed that the death rate during the capture exercises were much higher than the 5%. The following table shows the mortalities as a result of capture and translocation exercises.

Capture and Translocations 1998 to 2000

Type of animal	From	To	Period	Number	Deaths	Death Rate
Wildebeests	Chivero	Umfurudzi	1998-99	162	99	61%
Impalas	Chivero	Umfurudzi	1998-99	102	78	76%
Buffaloes	Chizarira	Gonarezhou	1998-99	96	4	4%
Giraffes	Hwange	Chipinda pools	1998-99	19	4	21%
Rhinos	Chivero	Cecil Kop	1998-99	4	2	50%
Impala	Mana Pools	Nyanga	2000	35	16	46%
Impala	Mana Pools	Chipinge	2000	76	31	41%
Warthogs	Hwange	Gonarezhou	2000	25	Nil	0%
Waterbuck	Mana Pools	Osborn Dam	2000	9	3	33%
Buffalo	Sengwa	Gonarezhou	2000	249	18	7%
TOTAL				777	255	32%

¹ 10% of the population have access to 90% of the country's resources

I attributed these mortalities to,

- Lack of research before the exercise
- Lack of training
- Lack of co-ordination.

The management of the Authority commented on the unusually high mortality rate regarding impalas translocated to Umfurudzi Safari Area. The high death rate was said to have been due to negligence on the part of the officer who was in charge of the station who was reprimanded then.

Research

The high rate of mortality of animals after they had been captured and translocated to other places showed that research (i.e. the assessment of the conditions) into both pre- and post-translocation consequences was not done adequately. This is evidenced by deaths of animals due to post capture stress and insufficient food. Documentary reviews revealed that capture and release facilities were not inspected in relation to the animals to be

captured and translocated. They were also not refurbished to be able to cater for an operation resulting into mishaps of animals. For example 86 wildebeests, which were translocated from Lake Kyle to Gonarezhou, were attacked by lions and 4 killed shortly after their release at Fishans (Release sight). The disaster was attributed to the holding facilities that were said to be inadequate and not strong. The holding facilities (Boma) were made out of plastic and netting which could not prevent predators from breaking in and attacking the animals.

The Authority's response was that the animals were preyed upon due to the fact that they might have lost their survival instinct in their original range.

However, this suggests that proper research might not have been done.

Scout Training

At the time of audit the Authority had no Policy or Manual on training. The training, which was undertaken by the Capture and Translocation personnel, was not formalised and co-ordinated. It was left to the Head of Station to initiate training for his/her staff, which was mainly on the job training. Top management according to information gathered was not involved in the training of field staff. The non-involvement of management in the training of its field personnel meant that it was contravening chapter 1.2, paragraph 3 of the Policy for Wildlife Zimbabwe. The policy states that all officers appointed to the Authority should have adequate training and professional qualifications or will undergo such training if recruited without the special skills required.

Responding to this, the auditee admitted that low literacy levels existed and that this was due to the recruitment procedures, which were available in the past, and the current recruitment procedures have rectified this.

The type of training that was given to the scouts was in most cases irrelevant to the type of duties that they performed. This situation largely contributed to capture and translocation mortalities. I also noted that most of the personnel involved in the capture and translocation exercises were general hands. The table below shows the type of training received by personnel of Umtshibi capture and translocation unit.

Training received by scouts at capture and translocation units.

DATE OF JOINING THE AUTHORITY	DATE OF RECEIVING FIRST TRAINING	GRADE	TYPE OF TRAINING RECEIVED	RELEVANCE OF TRAINING TO CAPTURE AND TRANSLOCATION
1973	1975	Scout 1	Antipoaching, bushcraft and handling of firearms.	Nil
1972	Nil	General hand	Nil	Nil
1982	Nil	Scout	Nil	Nil
1977	Nil	General hand	Nil	Nil
1969	Nil	General hand	Nil	Nil
1976	1982	Senior scout and driver	Bushcraft and drill	Nil
1974	1988	General hand	Building bomas and capture and translocation	Relevant

The table was extracted from an analysis of Umtshibi Management Unit Scouts Questionnaires.

From the above table only one person had been trained in capture and translocation. The rest either received irrelevant training or were not trained. Also of concern was the fact that of the 23 scouts and general hands at Umtshibi, only two could read and write. This situation to me inhibited the introduction of new and scientific methods of capturing animals.

The Authority officials responded saying that the training was available but it was not systematic. They pointed out that they were currently working flat out to address the matter.

Co-ordination

The deaths of animals could have been avoided had the Authority (i.e. the Management and the Research Divisions) planned and executed its work properly. I also noted that the deaths also resulted from poor communication between the capturing unit and the receiving station. For instance, from interviews with officials from Gonarezhou it was gathered that the 25 warthogs which were translocated into Gonarezhou's Fishans area from Hwange have not been sighted since their release, suggesting that they might have been killed or eaten by lions or other predators.

It is my opinion that The death of the animals could have been avoided had there been proper and effective communication between the receiving station and the translocation unit. With proper communication, the receiving station, according to my opinion, could have monitored the animals until they got used to the new environment before releasing them into the wild.

The auditee's response to this was that the animals were preyed upon because they might have lost their survival instinct in their original range.

3.3.2 Record keeping

I discovered that no records of captured and translocated animals were kept at the stations within the Authority. For instance all translocations into and out of Lake Chivero Recreational Park, Hwange main camp Zambezi camp and the Gonarezhou National Park had no records. However, for the translocation done during the year 2000 into Mabalauta Game Park issue vouchers were used. This practice of not recording animals translocated is not in conformity with Section 8(1)(b) Statutory Instrument 26 of 1998. It states that "a Breeder of Wildlife or Fish shall keep a register in which the number of live Wildlife or Fish acquired and the place from which they were acquired is to be recorded". The Authority had no follow up or control mechanisms of ensuring that all stations maintained registers of animals received and animals translocated to other places. Stations visited professed ignorance on the importance of keeping or maintaining records of animals translocated. Head Office personnel said that the regulation was meant for private operators and that it had no relevance to their operations.

The Authority conceded that although it was a requirement for the stations to maintain and submit a register of translocated animals, this was overlooked in some cases.

CHAPTER 4

4 RECOMMENDATIONS

This Chapter presents recommendations that are aimed at addressing the inefficiencies in and ineffectiveness of the operations of the Parks and Wildlife Management Authority as they relate to the **Protection and Conservation of Wildlife**. It is hoped that these recommendations will improve the Authority's efficiency and effectiveness in the protection of wildlife

4.1 PROTECTION OF WILDLIFE

4.1.1 Stations should be allowed to recruit anti-poaching personnel whenever vacancies arise. This should, however, be done in consultation with the National Park Provincial Officers and the Head Office. The Authority should also speed up the appointment of substantive officers in the top management to enable proper decision making and implementation of projects.

4.1.2 The Authority, as a paramilitary organisation, should lobby for the revision of the retirement age of its scouts so that it could be in line with other Military and Paramilitary organisations (i.e. ZRP and ZDF) whose personnel retire either at the attainment of the age of 50 years or serving the organisation for twenty years whichever ever comes first. The discretion should be left to the Director of the Authority to extend the service period of the person involved based on the health assessment (i.e. mental and physical fitness). Adoption of such policy on the age of scouts, in particular, would bring about a young and energetic scout staff, which can effectively protect and conserve wild life.

Or

The Authority should put in place a manpower planning system that does not compromise on the effectiveness of the anti poaching personnel due to aging. This should entail the re-allocating of tasks (i.e. giving the over aged light duties) and transferring of aging scouts to stations which are not demanding and replacing them with younger ones from other stations that do not do a lot of extended patrols or hard labour like capture and translocation.

4.1.3 The Top Management should come up with a training policy and programme, which should be controlled and monitored by a specialised section and be followed by all stations. The policy would help to ensure that all scouts receive training, which is coordinated, uniform and relevant before deployment. Relevant training in the case of captures and translocation exercises would go a long way in reducing mortalities and or injuries during the exercises.

4.1.4 The Authority should ensure that adequate equipment [radios, tents, patrol boots, sleeping bags, stretcher beds, ammunition, appropriate vehicles (e.g. patrol vehicles and Unimogs for capture and translocation) fully equipped first aid kit etc] necessary to carry out field operations is in place at all times. Availability of proper equipment would boost the morale of staff and foster safe and effective operations.

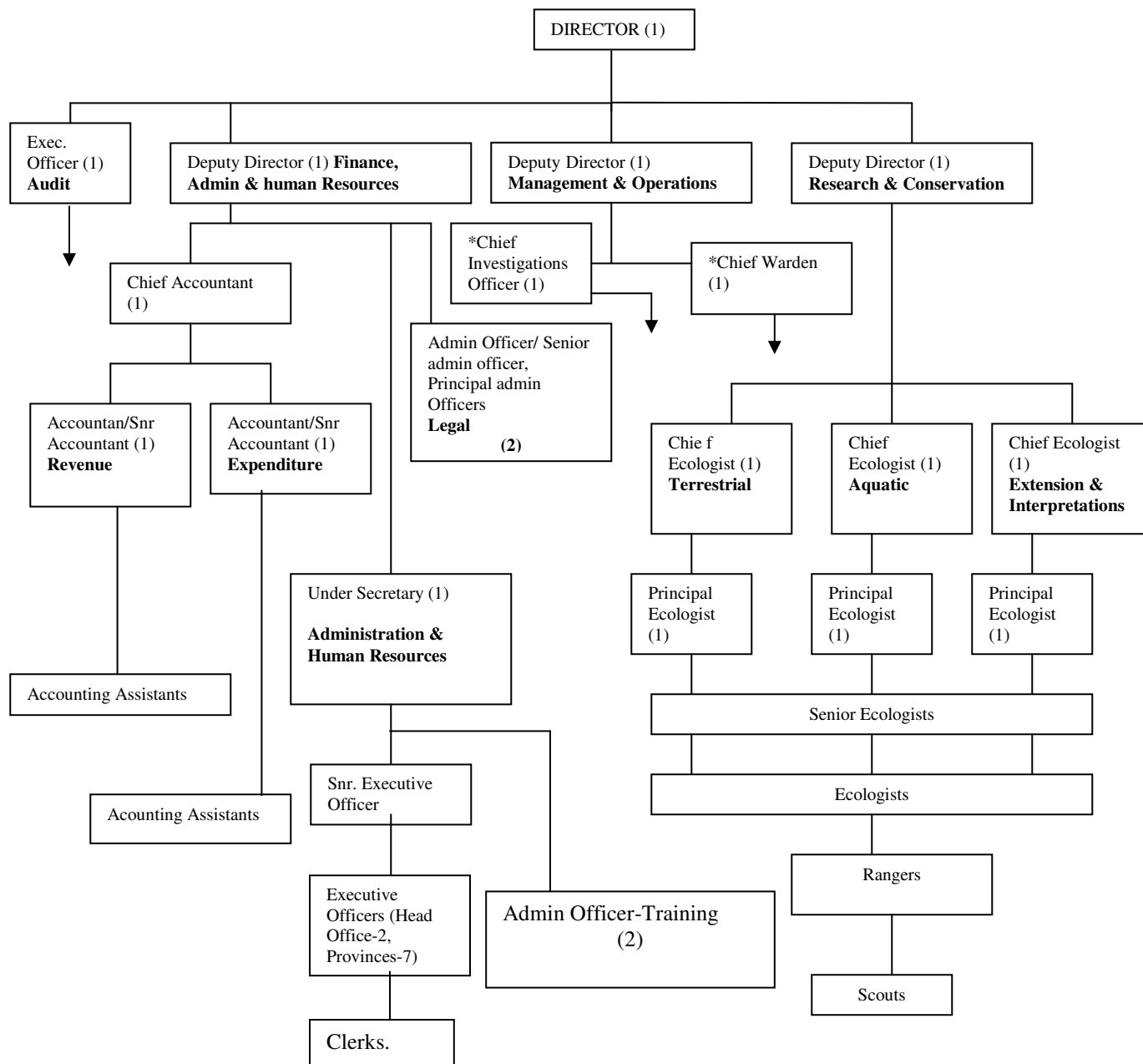
- 4.1.5** The Authority should restructure the operations of the Investigation Branch so that it spear heads the gathering of intelligence information (be proactive) rather than depend on informers (reactive). The Investigation Branch offices should be strategically located in order to maximise on the collection of intelligence.
- 4.1.6** The extension and interpretation branch should take a leading role in educating the public on the importance of wildlife. In my opinion this is the only branch that can effectively lead to a reduction in poaching because it deals directly with the communities and it is persuasive in nature. It should work hand in hand with CAMPFIRE in disseminating information. Encouraging visits should be made to communities with CAMPFIRE so that they will not fall back. Extension scouts should not be located in urban areas but at stations for easy access to communities that live with the wildlife. The branch should involve community leaders in coming up with the best ways of protecting and conserving wildlife (ideas should come from the grassroots to encourage participation).

4.2 CONSERVATION OF WILDLIFE

- 4.2.1** The Authority's management of wildlife should be based on scientific information collected by the Research Branch. This should apply to all aspects of wildlife management like quota allocation and utilisation, and capture and translocation on any land in Zimbabwe. Information gathered from research should be communicated to all interested parties to facilitate planning and decision making.
- 4.2.2** The Authority should formulate and implement strategies that ensure sustainable utilisation of quotas by ensuring that a hunting permit is obtained for every hunt. It should put in place a monitoring and control mechanism that should allow for easy detection of variances arising during and after hunts and taking corrective action after every hunt. The Authority should, furthermore, ensure that all pre-hunt forms are issued by a person of high standing in the Authority (and not by clerks as seen in other provinces)
- 4.2.3** The Authority should ensure that all types of wildlife utilisation are monitored on all land in Zimbabwe. The National Parks Officers should ensure that quotas allocated to private landowners (e.g. Conservancies) are accordingly utilised by frequently visiting the areas to observe, check on the records and reporting wherever there variances arising. This would avoid over-utilisation of wildlife, which could otherwise lead to the extinction of some species and loss of potential revenue to the Authority and the state at large.
- 4.2.4** The Authority should ensure that all stations maintain a register of captured and translocated animals in adherence to the provisions of section 8(1)(b) of Statutory Instrument 26 of 1998 and paragraph 1.2.15. of the Policy for Wildlife Zimbabwe. The Authority must ensure that the capture and translocation work done at station level is recorded and monitored. Each consignment should be accompanied by an Issue/Receipt Voucher (I.V.) which is raised by the source station and then entered in the register at the receiving.

ANNEXURE 1

DEPARTMENT OF NATIONAL PARKS ORGANISATIONAL CHART AS AT DECEMBER 2000



***Note:**

1. Below the Chief Warden comes the NPPOs, then the Wardens (Station Managers), Rangers and Scouts.
2. Below the Chief Investigations Officer comes the Principal Investigations Officer, Senior Investigations Officers, and then Investigations Officers.
3. At station level, Ecologists report administrative issues (e.g. finance) to the Warden and professional issues to the Chief ecologist at Head Office.

ANNEXURE 2

ANIMALS POACHED BETWEEN 1996 AND 2000

ANIMAL POACHED	CHIRISA			CHIZARIRA			MABALAUTA			CHIPINDA			MAIN CAMP			SINAMATELLA			MATETSI			MASHWEST			TOTAL						
	96	97	98	99	00	01	96	97	98	99	00	01	96	97	98	99	00	01	96	97	98	99	00	01		96	97	98	99	00	01
ELEPHANT	3	6	7	5			2	9	10	4	3	4	9	3	4	2	2		2				1	1	7	9	30	27	41	6	213
BUFFALO	17	16	28	21			15	8	7	1	1					13	7		3						1						138
IPALA	14	67	56	6			15	3	9	24	2	3	31						2												233
WARTHOG	3	10		1						4	1																				19
ZEBRA		3	6	1															2												12
GIRAFFE																3	10	1													14
KUDU	5	11	6	2			1			2	1								2	1											33

- ◆ Records for some years could not be located at some stations that I visited and hence the totals shown are not representative of the actual number of animals poached.
- ◆ What was in the patrol records in some instances could not be reconciled with what was in the monthly and annual reports. This shows that record keeping at most stations was poor. For instance records at the Hwange Main Camp and Sinamatella were not properly maintained

ANNEXURE 3

The table below shows a comparison of the allocated quota (authorised hunt) and the actual off-takes to determine the effort of hunting employed to kill one animal.

Client	Hunting period	Number of animals hunted	
		Authorised	Actual
Mr. Randy Slemmer	6/6-10/6/00 5 days	101	Nil
Mr. Jim Feinberg	8/7-12/7/2000 5 days	39	1
Mr. Jef Smith	20/6-24/6/2000 5 days	91	1
Mr. Everett Johnson	5/04-22/04/2000 18 days	183	Nil
Mr. Peter Schweitzer	17/6-30/06/2000 14 days	162	Nil killed 1 wounded
Mr. Charles Sweeney	13/10-19/10/2000 7 days	131	1
J. Espeulas	21- 24/04/99 4days	96	Nil
J. Espeulas	5- 20/04/99 16 days	96	1
M. MacChrohon	26/05- 01/06/99 7 days	73	1 wounded
Bob Murray	7- 14/06/99 8 days	66	1
Henry W. Gerber	7/05- 21/05/99 15 days	55	1
Knut Vocke	27/03/98 -04/04/98 9 days	32	1
R. Armanda	19-25/11/1998 7 days	21	1
A. Osborn	8-14/03/1998 7days	40	1
J.Cordon	20/10/1998-01/11/1998 13days	41	1
J. Escorial	4- 7/04/1998 4 days	80	Nil
Pachi Bourgon	11-17/07/1998 7days	63	Nil killed 1 wounded
Toby Styles	9-16/09/1997 8days	17	1
Ugo Ruffolo	17/5-1/06/1997 16 days	20	Nil
C.Winegardner	30/6-6/07/97 7days	90	2 wounded
C.Ford	16-25/08/1997 10days	78	Nil
H.E. Donker4	5-11/10/1997 7days	100	2
J.Lasala	13-17/10/1997 5days	92	1
T.Archer	11-17/12/1997 7days	174	Nil
T Ford	16-25/08/1997 10days	29	1
R Stammel	4- 18/09/96 15days	10	1 wounded 1 killed
Emilio Ruiz	19- 23/09/96 5days	10	1
Jose Bernal	19- 23/09/96 5days	10	1
K. Katelli	20- 25/08/96 5days	12	1 wounded
Total		2012	25

N.B. The number of animals is not species specific.

ANNEXURE 4

The following table shows vacant posts within the Parks and Wildlife Management Authority, which were filled with acting personnel.

ACTING POST	DIVISION/ BRANCH	DURATION
Director	National Parks	Jan 2000-present
Deputy Director	Management and Conservation	31 Jan2001-present
Chief warden	Management and Conservation	1999-present
Chief Investigation Officer	Investigations Branch	30 Nov 94-present
Chief Ecologist-Aquatic	Research and Interpretation	31Dec 98-present
Problem Bird Control Unit	Management and Conservation	Jan2001-present
Warden – Mabalauta	Management and Conservation	2000-present

Note-

The Chief Warden is the backbone of the Authority so the post should always be substantively filled.